LIMITED

UNESCO/SS/CONF.URB/3
ECAFE/URB/3
9 July 1956

ENGLISH
ORIGINAL : CHINESE

UNITED NATIONS EDUCATIONAL,
SCIENTIFIC AND CULTURAL ORGANIZATION

JOINT UN/UNESCO SEMINAR ON URBANIZATION IN THE ECAFE REGION

Jointly sponsored by the United Nations Educational, Scientific and Cultural Organization, the United Nations Bureau of Social Affairs and the Secretariat of the United Nations Economic Commission for Asia and the Far East, in co-operation with the International Labour Office

8-18 August 1956
Bangkok, Thailand

DEVELOPMENT OF CITIES AND CITY PLANNING IN THE REPUBLIC OF CHINA[1/]

by
the National Government of the Republic of China

Contents

		Page
I.	Development of cities in ancient China	2
II.	Development of cities in modern China	3
III.	Municipal planning in Taiwan province	5
	A. Topography, climate, population and economy of Taiwan province	5
	B. History of municipal planning in Taiwan province	7
	C. Legislation relating to municipal planning	8
	D. Municipal planning in the past	9
	E. Municipal planning in recent years	12
	F. Prospects	14
IV.	DIFFICULTIES ENCOUNTERED IN THE DEVELOPMENT OF CITIES	14
V.	SUGGESTIONS	17

1/ Originally submitted in Chinese but translated by the ECAFE Secretariat.

The city is the centre of national economy and military security. It is the nerve centre of politics and the source of culture. Having congregated in a group, people were able to exchange their goods; having built fortresses or city walls, they were able to protect themselves against aggression; having developed capital cities, they were able to have political life; having leisure to enjoy their living, they were able to create a brilliant culture. A city, whether economic, strategic, political or cultural in character, or grown out of a small village or built up from previously devised plans, owes its development generally to the demands of society and people for a peaceful and prosperous living. This is true in China as in all other countries of the world.

I. DEVELOPMENT OF CITIES IN ANCIENT CHINA

Although China is predominantly an agricultural country, much attention was always paid to problems concerning the development of cities. As long ago as 2,000 years, China already had some cities of considerable size. During the Chin and Han dynasties (about the third century), the planning of cities on a big scale was well developed. For example, the city of Nanking was built in the early years of Ming dynasty (about the fourteenth century) on a grand scale, having a city wall of 96 Li (1 Li =0.576 km) in length, with 13 gates. Granite stones were used for the foundation and the wall itself was built of big bricks and surfaced with straw-bound lime plaster. Its height reached as much as 60 feet, averaging around 40 feet. Its width at the top was 25 feet, or even 45 feet at certain points. The city was divided into districts, namely: political, commercial, residential, military, cultural and scenic. Here we see applied the principle of zoning for the construction of a city. The development of cities in ancient China was based more on political considerations, such as the need of a capital for the ruling dynasty or a centre for political life, rather than on basically economic, transportation, military or cultural factors.

/II. DEVELOPMENT

II. DEVELOPMENT OF CITIES IN MODERN CHINA

Prior to the establishment of the Republic of China, cities in China were relics of old days, with the exception of some coastal ports like Shanghai, Tientsin, Tsingtao, Dairen, Amoy, Kiukiang, Hankow, Canton, Wuchow, Foochow, Wenchow, Ningpo and Hangchow, whose early development had resulted from foreign trade. In view of the need to modernize China's old-fashioned cities, the Chinese Government, after the outbreak of the Sino-Japanese war, promulgated on 8 June 1939 "Rules for municipal planning". These rules, containing 32 articles in all, were based on the existing plans of municipal development in China and on the principles of municipal planning in western countries. Article 3 specified that planning of municipalities in the following categories should be undertaken as soon as possible; (1) cities, (2) existing commercial ports (3) provincial capitals, (4) towns with a population of over 100,000 each, and (5) other places selected by the Central Government. Article 4 specified that planning of ruined municipalities should be undertaken within six months after the cessation of hostilities. Article 10 specificed that consideration should be given to the following: (1) existing conditions of the city, (2) zoning, (3) land use, (4) public land, (5) system of streets and waterways, (6) public utilities, drainage and sewerage system, (7) procedure for implementation, (8) funds, (9) others.

"Outlines of the planning for construction of cities" and "Rules of construction" were announced respectively on 21 September 1940 and 21 September 1944, for the purpose of strengthening control over the construction of buildings. Again, on 1 November 1945 "Rules of construction applicable to cities and towns in restored areas", were issued, with particular emphasis on the reconstruction of ruined towns and cities. Thus, the legislation relating to city planning had been completed. With respect to the organizational aspects of municipal planning, a Department of Construction was established in the Ministry of Interior of the Central Government in July 1942. This department was the highest supervisory body in charge of the planning of municipalities. In various cities under the jurisdiction of the Executive Yuan, Bureaux of Public Works have been set up since 1927. In provincial governments, there is a section in the Department of Reconstruction responsible for municipal planning work. Since the establishment of

/these various

these various offices in the central, provincial and municipal governments, reconstruction work was progressing. Plans for the de-population of over-sized cities, rehabilitation and reconstruction of war-torn cities, re-modelling of old cities, and building of new cities were being implemented.

In mainland China during 1942-49, there were 31 cities for which schemes of municipal development had been made. They were Shanghai, Nanking, Tsingtao, Peiping, Tientsin, Changchun, Mukden (Shengyang), Sian, Chungking, Wuhan, Canton, Lienyun, Hsuchow, Pengpo, Hangchow, Nanchang, Changsha, Hengyang, Chengtu, Foochow, Amoy, Tsamkong, Kweilin, Nanning, Liuchow, Wuchow, Hsinhsiang, Chengchow, Paotow, Kunming and Sichang. There were seventy places where plans for city construction had been formulated, including 7 in Anhwei province, 2 in Chekiang province, 3 in Kiangsi province, 15 in Hupeh province, 12 in Hunan province, 3 in Shensi province, 5 in Kwangsi province, 2 in Sikang province, 1 in Kweichow province, 1 in Kansu province and 3 in Kiangsu province. During this period 1942-49, many cities were not developed under normal conditions due to the Sino-Japanese war and internal conflict; their abnormal growth was attributable mainly to political and military factors such as the removal of national capital and concentration of refugees. For instance, the city of Chungking, prior to the removal of the capital there, had a population of 475,968 and an area of 46.75 km^2 in 1937. But after the removal of the capital, on account of a large influx of government workers and military personnel and their dependants into the city, population had increased to 702,387 in 1941. Up to May 1945, the population had increased to 1,266,464 and the area of the city had expanded to 307.1731 km^2. But, immediately after the removal of the capital back to Nanking, the population of Chungking suddenly dropped to 985,673. Taking another case, the population of the city of Hsuchow in Kiangsu province increased suddenly from 180,000 in 1945 to 300,000 in early 1948, as a result of the influx of a large number of refugees from areas held by the Communists.

Because of the abnormal growth of cities, there were no means to devise well-conceived plans in advance and establish an equilibrium between population growth and land utilization. Consequently, the differences in the population density of various districts within a city became very great. For instance, in the city of Peiping, according to 1946 statistics, the city area was 61.953 km^2 and the

/population

population 1,292,393, giving an average density of 21,000 persons per km^2. But in some densely populated sections of the city the density reached 55,000 per km^2. Again, in the city of Mukden, according to 1947 statistics, the area was 262 km^2, and the population 1,131,824. Hweikung was the most densely populated district in the city with an average space of 27.53 m^2 per person, while the lowest density was in Tungling district with an average of 2,920.20 m^2 per person. Thus the difference in density amongst the various districts in the city was nearly one hundred times. This abnormal growth has given rise to a variety of problems such as housing congestion, unauthorized construction, shortage of drinking water, traffic congestion, a soaring rise in land value, etc. In order to cope with these problems, the appropriate government departments concerned had drawn up plans on the administration of city land, availability of sources of finance, control of population, national and regional plans. Unfortunately, due to the Communist uprising and occupation of the mainland, these plans have not been implemented.

III. MUNICIPAL PLANNING IN TAIWAN PROVINCE

A. Topography, climate, population and economy of Taiwan Province

Taiwan is shaped like a spindle, located between longtitude 119° 18' to 122° 6'E. and between latitude 21° 45' to 25° 38' N., with a maximum length from south to north of 400 km and a maximum width from east to west of 150 km. Its total area is 35,961 km^2. There is a north-south mountain range lying towards the east of the island with the highest peak exceeding 3,000 m. This range bisects the province into two portions - the east and the west. On the east, topography is steep; on the west lies flat and fertile land. Rivers in the province are short, the longest being not more than 200 km. Flow is swift in the upper reaches, but less so when entering flat land; it is slow when reaching the sea.

The climate of the province is semi-tropical with long summers and short winters. Average annual temperature is 23°C. The province lies in the typhoon area of the Pacific. The typhoon generally visits the island from June to October. Annual average rainfall, around 2,500 mm, is unevenly distributed. Heavy rains are usually followed by floods. When the pressure is low, tropical cyclones

/sweep

sweep in with such violent force that they uproot trees, destroy houses and blow up dust and stones. Furthermore, the province lies in the earthquake zone of the Pacific, and is a constant victim of the disasters of quakes. Thus topography, climate and other natural conditions of Taiwan have a major influence over the growth and distribution of its cities.

The transport system of the province is likewise limited by its topography. There are, on the west coast, one highway and one railway running from south to north, with branch lines reaching various cities, towns, and villages. There are two highways running from east to west, one each at the northern and southern extremities. Survey work is now being conducted to build an east-west highway to run through the central part of the island.

The population in Taiwan province increases at an annual rate of over 30 per 1,000; its bulk is centred in the western coast, which has an average density as high as 2,000 persons per km^2. The cities and towns in the province are distributed according to the density of population. Since the western coast has a higher density, it has more cities and towns, with all the big cities; the tendency towards urbanization is more prominent there.

The main reason for urbanization is industrialization in the past twenty or thirty years, which has transformed the basically agricultural community into various types of cities and towns, such as sugar refining or mining towns, fishery ports, railway transportation centres, districts for newly established industries, places of scenic beauty and recreation, or satellite towns attached to some of the bigger cities. The various factors responsible for the growth of urbanization in the province in the past half century are, first, increase in agricultural production, which encouraged commercial activities, especially in the supply of daily necessities to the farmers; second, improvement of public health and sanitation which made living in a densily populated city possible, and third, improvement of transportation and communications which promoted the development of cities.

/The economy

The economy of the province was in the past predominantly dependent on agriculture. Industries were principally for the processing of its agricultural produce. However, in view of the recent increase in industrial production, industry has occupied a more important place than agriculture in the economy. From 1937 to 1951, the total population increased by 40 per cent from 5,610,000 to 7,870,000, while the number of persons gainfully engaged in industry increased by 163 per cent from 78,500 to 206,700. The total value of industrial production in the past had always been below that of agricultural production; since 1939, however, the former has surpassed the latter. For instance, in 1951 while the total value of agricultural production was NT$3,812 million the total value of industrial production rose to NT$4,690 million.

B. History of municipal planning in Taiwan province

Prior to the restoration of Taiwan to China, busy sections in Taipeh city were filthy and sanitary conditions were bad. Then, an Englishman by the name of W.K. Barton was invited to Taiwan to improve the sewerage system. This marked the beginning of municipal planning in Taiwan.

In 1897, the Taipeh City Planning Commission was established. In 1899, restrictions on the use of land within the planned areas of the city were imposed. In 1900, a scheme of city planning for Taipeh was announced. Since that year, similar schemes for other cities like Hsinchu, Chuanghwa, Chiayen, Keelung, Kaohsiung, Hwalien had been prepared. In 1910, in order to meet practical needs for overall planning, a commission to plan for the development of cities in the island was established as an investigating and advisory body. Henceforth, the development of cities has been progressing. Within a period of 25 years, the plans for developing the two cities of Tainan and Pingtung and the 17 towns were mapped out.

After the disastrous earthquake of Taiwan in 1935, the plan for the development of 19 affected areas in the two hsien (counties) of Hsinchu and Taichung were announced. In the following year, an ordinance for the development of

/municipalities

municipalities in Taiwan was promulgated, together with rules governing its implementation. Also, the government indicated the sources of finance to subsidize city planning activities and issued regulations concerning the use of buildings, with a view to providing a guide to various hsien and cities in their planning activities. At the same time new bodies in charge of municipal planning were set up and a "Taiwan Municipal Planning Commission" was established to take the place of the 1910 commission to plan for the development of cities in Taiwan. At the outbreak of the Sino-Japanese war in 1937, while Japan was preparing for its southern advance, Taiwan's industrial development was greatly accelerated, with consequent growth of industrial cities. The building of the city of Hsinkao, the expansion of Kaohsiung city and the completion of municipal planning for Kangshan, Chienshan, Tungkang and Fengshan were evidences of such growth during this period. In 1945, there were 70 cities and towns which had development plans. Although some of these plans might appear inadequate, their development had become fairly widespread.

Since 1945, the Chinese Government has reviewed the old municipal development schemes in the province, some of which were revised in order to comply with the requirement that municipal planning in Taiwan should follow the patterns of modern city planning in the light of existing conditions of the country. In addition, the government has announced municipal development plans for Neipoo, Tienmo, Chungho, Sanchung, Chengmei, Tzeling and Nankang.

C. Legislation relating to municipal planning

Before 1945, an ordinance for Taiwan municipal planning was promulgated, together with regulations for its enforcement. This ordinance delegated the power of municipal planning and implementation to the government, designated the sources of subsidies, fixed the obligation of beneficiaries to share the expenditure, and defined restrictions concerning the construction of building and re-zoning of land. The principal object of this ordinance were the correlation of city planning, restriction on building construction and re-zoning of land. Thus, the legislation relating to municipal development in Taiwan was fairly comprehensive.

/After 1945

After 1945, it was deemed necessary to revise the relevant laws in Taiwan province in order to conform to the various national laws already adopted, such as "Municipal Planning Law", "Construction Law", "Regulations concerning building construction in recovered areas", and "Regulations concerning the re-zoning of land". The regulations governing the enforcement of these national laws in the province are now in the process of promulgation and enforcement.

D. Municipal planning in the past

Municipal planning in Taiwan province from 1900 to 1945 had been completed for 70 different places in the island with varying population as follows : (1) Taipeh with 500,000 or more, (2) Kaohsiung, Taichung, Tainan, and Chiayen with 200,000 - 400,000 each, (3) Keelung, Hsinchu and Pingtung with 100,000 - 200,000 each, (4) Chuanghwa and Hwalien with 50,000 - 100,000 each, (5) Panchiao and twenty other thwns with 20,000 - 50,000 each, (6) Suifang and 17 other places with 20,000 or less each, (7) 21 smaller towns with less than 5,000 each. Thus the planned distribution of urban population was fairly balanced, with proposed buildings and streets in the planned areas. Some outlines of municipal planning in the past are summarized briefly below :

(1) Saturated population - Saturated population is clearly defined in every city planning scheme. The estimation of the eventual saturation point of population is commonly based on the average rate of population increase by geometric and arithmetic progressions. The estimated average period in which the saturation point will be reached is generally taken at 20-30 years.

(2) Planned districts - The area of a planned district and its size vary according to the topography of mountains and rivers, transport facilities, economic conditions and population. The standard of planning in the past was for every person to occupy a space of 80 to 120 m^2, in some exceptional cases from 200 to 300 m^2. Also areas beyond the boundary lines of an administrative district might be included for planning in order to meet actual needs.

/(3) Zoning of land

(3) Zoning of land - The theory of land zoning had been applied rather dilatorily in the past. Among various cities, only Taipeh and Kaohsiung are divided into residential, commercial, industrial and unspecified districts. Restrictions are also placed on the uses, height and foundation of the buildings.

(4) System of roads - In the past, the grid system was principally used, and supplemented by radial branch roads. Principal roads were straight and wide, with both quick and slow traffic lanes marked. The width was between 30 to 50 metres for principal roads and 15 to 25 metres for secondary roads. Other roads were all over 6 metres wide. Because the characteristics of various roads were not clearly defined, branch roads for traffic beyond the city were often used as commercial roads in the city. Also, because of the use of the grid system there were too many roads running in the same direction, and it was difficult to distinguish between principal and secondary roads. Concentration of too many intersections at one point was another defect.

(5) Commercial districts - Generally, a commercial district was in the area of the old city where business had already developed and also in the radius of 30 metres, on both sides of a planned principal street. In cities where zoning of land was not applied, commercial districts were usually located along the sides of existing streets where shops were concentrated. As a result, commercial streets often became principal streets. There were also inadequate facilities for parking spaces in commercial areas. It is felt that once the number of motor cars is increased, parking difficulties are bound to arise.

(6) Residential district - Residential districts were usually located behind commercial districts without the application of the principle of planning by units such as "Lin - Li" (i.e. neighbourhood). Often schools and markets were too far from houses; school children had to pass through heavy traffic and the number and area of markets were usually insufficient and inadequate. Because of the present increased population, hawker stalls usually surround the markets, thus hindering order and creating nuisance. Streets in residential districts were laid out

/according to

according to the grid system. As a result, each street could be treated as a main road, thus disturbing peace and order in the area. There was a lack of playing grounds and various community facilities such as libraries, social halls and clinics in residential districts.

(7) Green land - In every city planning scheme there should be provision for parks and green land, with at least one park in each smaller city. In a bigger city, parks and green land should be interspersed and connected by roads.

(8) Public construction - In any conventional city planning scheme there should be space reserved for the erection of public buildings such as schools, government offices, hospitals, markets etc.

(9) Water supply - The development of water supply in Taiwan has a longer history than that of municipal planning. Many cities and towns had a water supply system before they had their city planning schemes. However, where there is a city planning scheme, there is not always a water supply system.

(10) Sewerage - Because of the high rainfall precipitation and scanty public sanitation facilities, open ditches were dug along streets to drain rain water. But a small quantity of dirty water from kitchens and toilets has often found its way into these ditches. In the city of Taipeh there is however a plan for modernizing the existing sewerage system, but it has only been partially executed.

(11) Sources of funds for city planning - Funds for city planning may be derived from three sources, namely subsidy from the higher authorities, about from one-half to one-fourth of the total city planning expenditure; charges imposed on beneficiaries, between one-half to one-third; and city planning tax, a surtax on local revenue.

/E. Municipal planning

b. Municipal planning in recent years

An inspection party for the reconstruction of municipalities, formed by the Ministry of Interior, toured the province in 1953 and 1954 and made suggestions with respect to the past and future planning of municipalities in Taiwan. Following the recommendations made by the Party many defects have been corrected in city planning schemes for Sanchung, Chungho, Chengmei, Nankang and Tzeling (all of which are near the city of Taipeh), as well as plans now being drafted for Peitow, Meinon, Hsintien, Musan and Meisan.

(1) Zoning of land - The zoning of land in areas where city planning has recently been completed should be clearly defined in accordance with the existing conditions and with the anticipated future development as well as well as the most favourable conditions of land use. The land should be zoned, not only into residential, commercial and industrial districts, but also into agricultural and "protected" districts. The agricultural district is to safeguard good farmland and limit overgrowth of the city area. The "protected" district is to safeguard scenic views, relics etc.

(2) Roads - In planning the main roads which are to be connected with the outer transportation line, consideration should be given to the distribution of communities in the area under planning. These roads mostly intersect the busy sections of the city, forming a radial system of thoroughfares, reducing or prohibiting the construction of buildings along both sides, or withdrawing building frontages, thus easing traffic congestion. The outer roads are linked with the inner roads, with which other streets are connected.

(3) Commercial district and civic centre - As regards civic centres which include commercial districts and community buildings, there are some specifically defined rules in various city planning schemes in recent years, with a view to making every planned municipality possess a centre of community life. Such centres are usually centrally located and can be reached by principal roads. If topographical conditions permit community centres

/may be

may be located within parks, and common forest areas. There should be adequate parking spaces in commercial districts. "Ribbon development" of commercial areas should be avoided as much as possible.

(4) Residential district - Residential districts should be planned according to the principle of "Lin-Li" units. These units could be separated by roads, streams, farmland or other natural divisions. There should be at least one public school, one park and one market in each unit with an area of at least 40 hectares or more. Main roads in the residential district should if possible follow the "spine" system, with branch roads leading to individual groups of houses. Roads passing between groups of houses may be of "Cul-de-sac" or concentric circle system.

(5) Green land - In most city development plans, it is customary to have the city area surrounded by farmlands in order to limit its unplanned growth. In addition, parks, green land, etc. should be spread over the city area. Hilly land along the streams should be reserved as protected areas, partly for the extension of farmland.

(6) Planned population - The planned population in various satellite towns of Taipeh like Banchung, Nankang, Chengnei is determined by their present population and future relationship to the growth of Taipeh city. Although the planning of these towns has not as yet been based on Taipeh as the centre, it has in reality been considered in this fashion.

(7) Development plan of the Ta-chai-chi river basin - The development plan of the Ta-chai-chi river basin is multiple-purpose, including the development of power, irrigation, flood control, harbour, transport, agriculture and forestry on a regional basis. This is the first regional planning scheme of its kind in the province. Industrial development and urbanization will ultimately follow the development of power and construction of a harbour. This regional plan should include the present cities of Taichung and Chuanghwa

/and the

and the future city of Hsintu for the planned Taichung Port. These three cities will form the tripartite centre of the region. Taichung will be the cultural and political centre, Chuanghwa the commercial centre and Hsintu the industrial centre and seaport. Taichung will have a planned population of 200,000, Chuanghwa 120,000 and Hsintu 200,000. Furthermore, it is contemplated to develop eleven industrial districts in the region, with a population of 30,000 - 100,000 each, after due consideration of many factors such as topography, transport and population.

F. Prospects

Municipal planning in Taiwan province has had a history of fifty years. Plans for the development of 81 places have been completed. Ordinances pertaining to municipal planning have been revised and there are buildings put up each year in various planned areas with notable results. In view of the recent growth of industries and general increase in population, there is a tendency towards urbanization. If there should be a balanced distribution of industry and population, a proper balance between agriculture and industry, and a reasonable standard of community life, municipal planning work would gradually become important.

IV. DIFFICULTIES ENCOUNTERED IN THE DEVELOPMENT OF CITIES

According to 1946 estimates, rural population (in villages below 2,500 persons) constitutes 71.9 per cent of the total population of China and urban population (in towns and cities above 2,500) 28.1 per cent. This proportion of urban population is low because industry and commerce have not been sufficiently developed. When the mainland is recovered, industry and commerce will be gradually developed and urban population undoubtedly increased. According to the 1953 report of the "Inspection Party for the Reconstruction of Municipalities in Taiwan province of the Ministry of Interior", the population of Taiwan province increased by 1,630,000 during the 5-year period from end-1947 to end-1952. Two-thirds of this increase, i.e. 1,080,000, was reported in Taipeh, Keelung, Taichung, Tainan and

/Kaohsiung,

Kaohsiung, (cities under the direct jurisdiction of the provincial government), and Hsinchu, Chuangwa, Chiayen, Pingtung, Hwalien, Yenlan (cities under hsien authorities), and thirteen other towns like Taoyuan and Fengyuan. Judging from this rate of growth, urban population will increase soon after the recovery of the mainland. It is presently estimated that after the recovery there will be ten cities with a population of over one million each, 110 cities with a population of 100,000 - 1,000,000 each; 647 cities with a population of 50,000 - 100,000 each; 3,880 towns with a population of 10,000 - 50,000 each; and 1,940 towns with a population of 5,000 - 10,000 each. Not including towns with a population of less than 5,00, there will already be a total of 6,587 cities and towns. Naturally difficulties concerning city construction will be numerous, of which the main ones will probably be the following:

(1) Sources of finance for city reconstruction - "Finance is the key to the execution of policy". No enterprises can be undertaken without financing. The development of a municipality embraces works of many kinds such as construction of drainage, markets, schools, water supply, public sanitation etc, for which considerable funds are needed. In the past, implementation of municipal development schemes on the mainland was handicapped by the shortage of funds, despite the fact that these schemes were well laid out in advance. Once the mainland is recovered, problems of financing might even be more difficult in view of the exhaustion of the national income and wealth resulting from the widespread destruction wrought by the Communists.

(2) Shortage of technical personnel - Planning is a pre-requisite to municipal development. Before the formulation of a plan, it is necessary to make detailed investigation and study of natural conditions, geology, soil, wind, precipitation, transport, production, as well as of increase of population engaged in industry and commerce, to be followed by survey and

/mapping.

mapping. It is only possible then to draft a plan which can be used for implementation. Work on the above requires painstaking planning and research by various experts. While local governments are often helpless to undertake their planning work due to the lack of experts and technicians, the provincial and central governments have themselves insufficient personnel to do the planning for each city or town. The shortage of technical personnel hampers the planning of municipal development, and the problem posed has yet to be solved.

(3) Settlement of municipal land - Planning for the settlement of city land is a basic undertaking in the development of a municipality, for city land must be firstly zoned by districts in order to facilitate the execution of municipal planning schemes. Furthermore, city land, once it is defined according to its uses, will not only affect directly or indirectly various undertakings of the city for security, transport and sanitation, but also increase the value of land. The increased value of land, which is not by any means due to the efforts of landowners, should go to enhance the government revenue for municipal development. Because of the growth of a municipality, there is a need to reserve land for public construction. But, how to restrict the use of land, how to reasonably compensate owners for land requisitioned by the government, and how to reclassify land for economic uses are some of the questions which have to be considered in order to avoid any difficulty arising in the planning for municipal development. The section relating to land use in the "Land Law" and "Rules for the enforcement of land law" dealt only with restrictions on land use, not with the surrender of the increased value of land. This was later supplemented in 1954 by the promulgation of the "Rules concerning the enforcement of equal land rights in municipalities."

(4) Re-modelling of old cities - it is difficult to construct new cities, but to remodel old cities is even more so. In China, there are many municipalities which were re-modelled from old cities. Thus, one often sees a division between new and old towns within a city. In the new town, streets

/are wide and neat,

are wide and neat, while in the old towns, streets are narrow and untidy. If the old area should be thoroughly reconstructed, buildings have to be demolished and considerable expenses involved. Sometimes, it is not always possible to construct a new city completely to replace the old one which possesses transport, location and historical significance. Consequently, one finds a new city located side by side with an old one. How to reconstruct old cities so as to meet modern requirements is a problem which may not be so easily solved.

V. SUGGESTIONS

According to the conditions of growth of municipalities and the most difficult problems encountered, the following suggestions are proposed:

(1) To establish an international body to undertake the training of technical personnel required by member governments for their municipal planning and assist them in their municipal development work.

(2) To engage experts by the United Nations for the organization of a working group to assist and advise at the request of member governments, in their work concerning municipal development.

(3) To collect by the United Nations books, periodicals, photos and other materials, published by various governments, institutions and individuals on municipal planning, municipal development and municipal construction, for dissemination to and reference by member governments.

(4) To plan the establishment of an "International bank for municipal development" for making long-term low-interest loans to member governments for municipal development.

(5) To finance competent officials of various member governments dealing with municipal development to visit countries in Europe, America and Asia where achievements in municipal development have been notable, for improving the development of municipalities in their own countries.